Introduced by Senator Polanco

(Coauthor: Assembly Member Ducheny)

February 26, 1999

An act to amend Sections 1156, 3562, 3566, 20394, 20636, and 22810.5 of the Government Code, relating to higher education labor relations.

LEGISLATIVE COUNSEL'S DIGEST

SB 1279, as amended, Polanco. Higher education labor relations: definition of "employee."

Existing law contains provisions relating to employer-employee relations between the State of California and the employees of state institutions of higher education. For the purposes of these employer-employee relations, "employee" or "higher education employee" is defined as any employee of the Regents of the University of California, the Directors of the Hastings College of the Law, or the Trustees of the California State University whose employment is principally within the State of California.

This bill would delete the requirement that employment of "employee" or "higher education an employee" be principally within the State of California. but employees exclude whose principal employment is outside the State of California at a worksite with 100 or fewer employees. The bill would also make several technical, nonsubstantive, and conforming changes.

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Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: no.

The people of the State of California do enact as follows:

- 1 SECTION 1. Section 1156 of the Government Code is 2 amended to read:
- 3 1156. (a) Any eligible employee who is participating 4 in a flexible benefits program may elect to receive one or 5 more benefits that qualify to be excluded from gross 6 income in lieu of a portion of his or her salary.
- 7 (b) For purposes of this section, an "eligible 8 employee" means any of the following:
- 9 (1) An employee excluded from the definition of 10 "state employee" in Section 3513.
- 11 (2) A "managerial employee" as defined in Section 12 3513.
- 13 (3) A "confidential employee" as defined in Section 14 3513 and Section 3562.
- 15 (4) A "supervisory employee" as defined in Section 16 3580.3.
- 17 (5) An officer or employee of the State of California in 18 the executive or judicial branch of government who is not 19 a state civil service employee pursuant to Part 2 20 (commencing with Section 18500) of Division 5 of Title 21 2.
- 22 (6) A "state employee," as defined by Section 3513 or 23 employed by the state as provided for in Article VI of the 24 Constitution.
- 25 (c) Any eligible employee participating in the flexible 26 benefits program shall be subject to federal laws of 27 implementing regulations Department the 28 Personnel Administration which affects the flexible 29 benefit program throughout the period of the employee's 30 enrollment.
- 31 (d) Unless the trustee or the administrator of the 32 state's flexible benefit program is the Controller or 33 another state officer, that program shall be administered 34 in compliance with the federal Employee Retirement

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Income Security Act of 1974 (ERISA: 29 U.S.C. Sec. 1001 2 et seq.).

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- (e) As a condition of participating in a flexible benefits program, each eligible employee shall provide evidence 5 in a manner satisfactory to the Department of Personnel 6 Administration that the employee is covered by a basic health benefits plan, and his or her agreement to remain covered for the period of participation in the flexible benefits plan.
- (f) There is in the State Treasury the Flexelect Benefit 10 which. notwithstanding Section 12 continuously appropriated without regard to fiscal years the Department of Personnel Administration for 14 expenditure to implement the flexible benefits program and to pay the related administrative costs. The fund shall 16 consist of the amounts received from state employee 17 compensation excluded from gross income 18 transmitted to the Flexelect Benefit Fund, income of 19 whatever nature earned on the money in the Flexelect 20 Benefit Fund during any fiscal year and credited to the 21 fund, and amounts appropriated therefor in the annual 22 Budget Act and other statutes.
- (g) On or after July 1, 1990, any funds remaining in the 24 State Employees' Dependent Care Assistance and Health 25 Care Assistance Fund shall be transmitted into the Flexelect Benefit account in the Fund the administrative expenses of the Controller's office to pay the related administrative costs.
- 29 SEC. 2. Section 3562 of the Government Code is 30 amended to read:
 - 3562. As used in this chapter:
 - (a) "Arbitration" means a method of resolving a rights dispute under which the parties to a controversy must accept the award of a third party.
- (b) "Board" means the Public Employment Relations 35 36 Board established pursuant to Section 3513.
- organization" (c) "Certified 37 means an employee organization which has been certified by the board as the exclusive representative of the employees an

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appropriate unit after a proceeding under Article 5 (commencing with Section 3573).

- (d) "Confidential employee" means any employee who is required to develop or present management 5 positions with respect to meeting and conferring or whose duties normally require access to confidential which contributes significantly information development of such management positions.
- (e) "Employee" or "higher education employee" 10 means any employee of the Regents of the University of California, the Directors of Hastings College of the Law, the Trustees of the California State University. 12 or 13 However, managerial, and confidential employees and 14 employees whose principal place of employment is 15 outside the State of California at a worksite with 100 or 16 fewer employees shall be excluded from coverage under 17 this chapter. The board may find student employees 18 whose employment is contingent on their status as 19 students are employees only if the services they provide 20 are unrelated to their educational objectives, or, 21 those educational objectives are subordinate to 22 services they perform and that coverage under this 23 chapter would further the purposes of this chapter.
- (f) "Employee organization" means any organization 25 of any kind in which higher education employees participate and which exists for the purpose, in whole or 27 in part, of dealing with higher education employers 28 concerning grievances, labor disputes, wages, hours, and 29 other terms and conditions of employment of employees. 30 "Employee organization" shall also include any person 31 that an employee organization authorizes to act on its 32 behalf. An academic senate, or other similar academic bodies, or divisions thereof, shall not be considered 34 employee organizations for the purposes of this chapter.
- 35 (g) "Employer" or "higher education employer" 36 means the regents in the case of the University of 37 California, the Directors in the case of Hastings College 38 of the Law, and the trustees in the case of the California State University, including any person acting as an agent of an employer.

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(h) "Employer representative" means any person or persons authorized to act in behalf of the employer.

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- (i) "Exclusive representative" means any recognized or certified employee organization or person it authorizes to act on its behalf.
- (j) "Impasse" means that the parties have reached a meeting and conferring at which differences in positions are such that further meetings would be futile.
- (k) "Managerial employee" means anv 11 having significant responsibilities for formulating or administering policies and programs. No employee or group of employees shall be deemed to be managerial 14 employees solely because the employee or group of 15 employees participate decisions with in respect 16 courses, curriculum, personnel and other matters educational policy. A department chair or head of a 18 similar academic unit or program who performs the 19 foregoing duties primarily on behalf of the members of 20 the academic unit or program shall not be deemed a managerial employee solely because of those duties.
- (1) "Mediation" means the efforts of a third person, or 23 persons, functioning as intermediaries, to assist the parties in reaching a voluntary resolution to an impasse.
- (m) "Meet and confer" means the performance of the 26 mutual obligation of the higher education employer and 27 the exclusive representative of its employees to meet at 28 reasonable times and to confer in good faith with respect 29 to matters within the scope of representation and to 30 endeavor to reach agreement on matters within the 31 scope of representation. The process shall adequate time for the resolution of impasses. agreement is reached between representatives of the 34 higher education employer and the exclusive 35 representative, thev shall jointly prepare a written understanding which of the 36 memorandum shall education 37 presented to the higher employer for obligations shall 38 concurrence. However, these not compel either party to agree to any proposal or require 40 the making of a concession.

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1 (n) "Person" or individuals, means one more organizations, associations, corporations, boards, 3 committees, commissions, agencies, their or representatives.

- (o) "Professional employee" means:
- (1) Any employee engaged in work: (A) predominantly intellectual and varied in character opposed to routine mental, manual, mechanical, physical work; (B) involving the consistent exercise of 10 discretion and judgment in its performance; (C) of a character so that the output produced or the result accomplished cannot be standardized in relation to a 12 given period of time; and (D) requiring knowledge of an 13 14 advanced type in a field of science or learning customarily acquired by a prolonged course of specialized intellectual 15 16 instruction and study in an institution of higher learning or a hospital, as distinguished from a general academic 17 education or from an apprenticeship or from training in the performance of routine mental, manual, or physical 20 processes.
 - (2) Any employee who: (A) has completed the courses of specialized intellectual instruction and study described in subparagraph (D) of paragraph (1), and (B) is performing related work under the supervision of a professional person to qualify himself to become a professional employee as defined in paragraph (1).
- (p) "Recognized organization" means an employee 28 organization which has been recognized by an employer as the exclusive representative of the employees in an appropriate unit pursuant to Article 5 (commencing with Section 3573).
- (q) (1) For purposes of the University of California only, "scope of representation" means, and is limited to, 34 wages, hours of employment, and other terms and conditions of employment. The scope of representation 36 shall not include any of the following:
- (A) Consideration 37 of the merits, necessity, 38 organization of any service, activity, or program established by law or resolution of the regents or the

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directors, except for the terms and conditions of employment of employees who may be affected thereby.

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- (B) The amount of any fees which are not a term or condition of employment.
- (C) Admission requirements for students, conditions for the award of certificates and degrees to students, and the content and supervision of courses, curricula, and research programs, as those terms are intended by the standing orders of the regents or the directors.
- (D) Procedures and policies to be used for appointment, promotion, and tenure of members of the academic senate, the procedures to be used for the evaluation of the members of the academic senate, and 14 the procedures for processing grievances of members of the academic senate. The exclusive representative of 15 16 members of the academic senate shall have the right to consult and be consulted on matters excluded from the 18 scope of representation pursuant to this subparagraph. If the academic senate determines that any matter in this 20 subparagraph should be within the representation, or if any matter in this subparagraph is withdrawn from the responsibility of the academic 23 matter shall be within the scope senate. the 24 representation.
- (2) All matters not within the scope of representation 26 are reserved to the employer and may not be subject to meeting and conferring, provided that nothing herein may be construed to limit the right of the employer to consult with any employees or employee organization on any matter outside the scope of representation.
- (r) (1) For purposes of the California State University 32 only, "scope of representation" means, and is limited to, wages, hours of employment, and other terms and 34 conditions of employment. The scope of representation shall not include:
- 36 (A) Consideration of the merits, necessity, service, 37 organization of any activity, or established by statute or regulations adopted by 38 trustees, except for the terms and conditions employment of employees who may be affected thereby.

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(B) The amount of any student fees which are not a term or condition of employment.

- (C) Admission requirements for students, conditions for the award of certificates and degrees to students, and the content and conduct of courses, curricula, 6 research programs.
- (D) Criteria and standards to be used for appointment, promotion, evaluation, and tenure academic employees, which shall be the 10 responsibility of the academic senate and the trustees. The exclusive representative shall have the right to 12 consult and be consulted on matters excluded from the 13 scope of representation pursuant to this subparagraph. If 14 the trustees withdraw any matter in this subparagraph 15 from the responsibility of the academic senate, the matter 16 shall be within the scope of representation.
- (E) The amount of rental rates for housing charged to 18 California State University employees.
- (2) All matters not within the scope of representation 20 are reserved to the employer and may not be subject to 21 meeting and conferring, provided that nothing herein 22 may be construed to limit the right of the employer to 23 consult with any employees or employee organization on any matter outside the scope of representation.
 - SEC. 3. Section 3566 of the Government Code is amended to read:
- 3566. The Trustees of the California State University 28 shall adopt reasonable rules and regulations for all of the
 - (a) Registering employee organizations, as defined in Section 3562, and bona fide associations, as defined in Section 1150.
- (2) Determining the status of organizations and 34 associations as employee organizations or bona fide 35 associations.
- (3) Identifying the officers and representatives who 36 37 officially represent employee organizations and bona fide 38 associations.
- SEC. 4. Section 20394 of the Government Code is 39 amended to read:

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20394. "State peace officer/firefighter member" also 1 includes the employees of a California State University police department, established pursuant to Section 89560 of the Education Code, who have been designated as peace officers as defined in Section 830.2 of the Penal 6 Code, and who are (a) members represented by Public Safety Unit No. 8, or (b) members excluded from the definition of employee in Section 3562 or are supervisory employees as defined in Section 3580.3, provided that responsibility for 10 these employees have the supervision of the state peace officer/firefighter members represented in Public Safety Unit No. 8. The 12 13 Trustees of the California State University shall notify this 14 system when employees meet these conditions peace officer/firefighter 15 whenever state 16 ceases to meet the conditions.

SEC. 5. Section 20636 of the Government Code is 18 amended to read:

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- 20636. (a) "Compensation earnable" by a member means the payrate and special compensation of the member, as defined by subdivisions (b), (c), and (g), and as limited by Section 21752.5.
- (b) (1) "Payrate" means the normal monthly rate of 24 pay or base pay of the member paid in cash to similarly 25 situated members of the same group or class employment for services rendered on a full-time basis during normal working hours. "Payrate" for a member who is not in a group or class means the monthly rate of pay or base pay of the member, paid in cash and pursuant 30 to publicly available pay schedules, for services rendered on a full-time basis during normal working hours, subject to the limitations of paragraph (2) of subdivision (e).
- (2) The computation for any leave without pay of a 34 member shall be based on the compensation earnable by him or her at the beginning of the absence.
- (3) The computation for time prior to entering state 36 37 service shall be based on the compensation earnable by him or her in the position first held by him or her in state service.

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(c) (1) Special compensation of a member includes any payment received for special skills, knowledge, abilities, work assignment, workdays or hours, or other work conditions.

- (2) Special compensation shall be limited to 6 which is received by a member pursuant to a labor policy or agreement or as otherwise required by state or federal law, to similarly situated members of a group or class of employment that is in addition to payrate. If an individual 10 is not part of a group or class, special compensation shall be limited to that which the board determines is received by similarly situated members in the closest related group 13 or class that is in addition to payrate, subject to the 14 limitations of paragraph (2) of subdivision (e).
- (3) Special compensation shall be for services hours 16 rendered during normal working and, when reported to the board, the employer shall identify the pay period in which the special compensation was earned.
- (4) Special compensation include may 20 monetary value of normal contributions paid to the board by the employer, on behalf of the member and pursuant to Section 20691, provided that the employer's labor agreement specifically provides policy or contribution inclusion of the normal payment compensation earnable.
- (5) The monetary value of any service or noncash 27 advantage furnished by the employer to the member, except as expressly and specifically provided in this part, shall not be special compensation unless regulations promulgated by the board specifically determine that value to be "special compensation."
- (6) The board promulgate shall regulations that delineate more specifically and exclusively constitutes "special compensation" as used in this section. 34 uniform allowance, the monetary 36 employer-provided uniforms, holiday pay, and premium pay for hours worked within the normally scheduled or 38 regular working hours that are in excess of the statutory maximum workweek or work period applicable to the employee under Section 201 et seq. of Title 29 of the

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United States Code shall be included special as 2 compensation and appropriately defined in those 3 regulations.

- (7) Special compensation does not include any of the following:
 - (A) Final settlement pay.

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- (B) Payments made for additional services rendered outside of normal working hours, whether paid in lump sum or otherwise.
- (C) Anv other payments the board affirmatively determined to be special compensation.
- (d) Notwithstanding other any provision payrate and special compensation schedules, ordinances, or similar documents shall be public records available for public scrutiny.
- (e) (1) As used in this part, "group or class of 17 employment" means a number of employees considered 18 together because they share similarities in job duties, 19 work location, collective bargaining unit, or other logical 20 work related grouping. Under no circumstances shall one employee be considered a group or class.
- (2) Increases in compensation earnable granted to any 23 employee who is not in a group or class shall be limited during the final compensation period applicable to the employees, as well as the two years immediately preceding the final compensation period, to the average 27 increase in compensation earnable during the same period reported by the employer for all employees who are in the same membership classification, except as may 30 otherwise determined pursuant regulations be to adopted by the board that establish reasonable standards for granting exceptions.
- 33 (f) As used in this part, "final settlement pay" means 34 any pay or cash conversions of employee benefits that are in excess of compensation earnable, that are granted or awarded to a member in connection with or anticipation of a separation from employment. The board 37 shall promulgate regulations 38 that delineate more specifically what constitutes final settlement pay.

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- subdivision (g) (1) Notwithstanding (a), "compensation earnable" for state members means the average monthly compensation, as determined by the board, upon the basis of the average time put in by members in the same group or class of employment and at the same rate of pay, and is composed of the payrate compensation special of the member. computation for any absence of a member shall be based 8 on the compensation earnable by him or her at the 10 beginning of the absence and that for time prior to entering state service shall be based on the compensation 12 earnable by him or her in the position first held by him 13 or her in that state service.
- (2) Notwithstanding subdivision (b), "payrate" 15 state members means the average monthly remuneration 16 paid in cash out of funds paid by the employer to similarly situated members of the same group or class of 18 employment, in payment for the member's services or for 19 time during which the member is excused from work 20 because of holidays, sick leave, vacation, compensating time off, or leave of absence. "Payrate" for state members 21 shall include:
- (A) Any amount deducted from a member's salary for 24 any of the following:
 - (i) Participation in a compensation deferred plan established pursuant to Chapter 4 (commencing with Section 19993) of Part 2.6.
- (ii) Payment for participation in a retirement plan 29 that meets the requirements of Section 401(k) of Title 26 of the United States Code.
- 31 (iii) Payment into a money purchase pension plan and 32 trust that meets the requirements of Section 401(a) of Title 26 of the United States Code.
 - (iv) Participation in a flexible benefits program.
- (B) Any payment in cash by the member's employer 35 36 to one other than an employee for the purpose of purchasing an annuity contract for a member under an annuity plan that meets the requirements of Section 38 403(b) of Title 26 of the United States Code.

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(C) Employer "pick up" of member contributions that meets the requirements of Section 414(h)(2) of Title 26 of the United States Code.

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- disability workers' (D) Any or compensation payments to safety members in accordance with Section 4800 of the Labor Code.
- industrial disability (E) Temporary payments pursuant to Article 4 (commencing with Section 19869) of Chapter 2.5 of Part 2.6.
- (F) Any other payments the board may determine to be within "payrate."
- (3) Notwithstanding subdivision (c), "special 13 compensation" for state members shall mean all of the 14 following:
- (A) The monetary value, as determined by the board, 16 of living quarters, board, lodging, fuel, laundry, and other advantages of any nature furnished a member by his or her employer in payment for the member's services.
- compensation performing (B) Any for normally 20 required duties, such as holiday pay, bonuses (for duties performed on regular work shift), educational incentive maintenance and noncash payments, out-of-class marksmanship pay, hazard pay, motorcycle pay, paramedic pay, emergency medical technician 25 POST certificate pay, and split shift differential.
- (C) Compensation for uniforms, except as provided in 26 27 Section 20632.
 - (D) Any other payments the board may determine to be within "special compensation."
 - (4) Neither "payrate" nor "special compensation" for state members shall include any of the following:
- (A) The provision by the state employer of any 33 medical or hospital service or care plan or insurance plan 34 for its employees (other than the purchase of annuity 35 contracts as described below in this subdivision), any 36 contribution by the employer to meet the premium or charge for such a plan, or any payment into a private fund 38 to provide health and welfare benefits for employees.

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(B) Any payment by the state employer of the employee portion of taxes imposed by the Federal Insurance Contribution Act.

- (C) Amounts not available for payment of salaries and 5 that are applied by the employer for the purchase of contracts including those annuity that meet requirements of Section 403(b) of Title 26 of the United States Code.
- 9 (D) Any benefits paid pursuant Article 10 (commencing with Section 19878) of Chapter 2.5 of Part 11
- (E) Employer payments that are to be credited as 13 employee contributions for benefits provided by this 14 system, or employer payments that are to be credited to accounts in deferred compensation emplovee 16 provided, that the amounts deducted from a member's wages for participation in a deferred compensation plan 18 shall not be considered to be "employer payments."
- (F) Payments for unused vacation, annual 20 personal leave, sick leave, or compensating time off, whether paid in lump sum or otherwise.
 - (G) Final settlement pay.

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- (H) Payments for overtime, including pay in lieu of 24 vacation or holiday.
 - additional for (I) Compensation services outside regular duties, such as standby pay, callback pay, court duty, allowance for automobiles, and bonuses for duties performed after the member's regular work shift.
- (J) Amounts not available for payment of salaries and 30 which are applied by the employer for any of the
- (i) The purchase of a retirement plan which meets the 33 requirements of Section 401(k) of Title 26 of the United States Code.
- 35 (ii) Payment into a money purchase pension plan and 36 trust which meets the requirements of Section 401(a) of Title 26 of the United States Code. 37
- (K) Payments made by the employer to or on behalf 38 39 of its employees who have elected to be covered by a

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flexible benefits program, where those payments reflect amounts that exceed the employee's salary.

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- (L) Any other payments the board may determine are not "payrate" or "special compensation."
- (5) If the provisions of this subdivision, including the board's determinations pursuant to subparagraph (F) of paragraph (2) and subparagraph (D) of paragraph (3), are in conflict with the provisions of a memorandum of understanding reached pursuant to Section 3517.5 the memorandum of understanding 10 controlling without further legislative action, except that 12 if the provisions of a memorandum of understanding require the expenditure of funds, those provisions shall 14 not become effective unless approved by the Legislature Budget Act. annual No memorandum 15 16 understanding reached pursuant to Section 3517.5 or 3560 may exclude from the definition of either "payrate" or "special compensation" a member's base salary payments 19 or payments for time during which the member is 20 excused from work because of holidays, sick leave, 21 vacation, compensating time off, or leave of absence. If any items of compensation earnable are included by memorandum of understanding as "payrate" or "special compensation" for retirement purposes for represented higher 25 and education employees pursuant paragraph, the Department of Personnel Administration or the Trustees of the California State University shall obtain approval from the board for that inclusion.
- (6) (A) Subparagraph (B) of paragraph (3) of this 30 subdivision that compensation prescribes earnable any compensation for performing required duties, such as holiday pay, bonuses (for duties performed on regular work shift), educational incentive maintenance and noncash payments, out-of-class marksmanship pay, hazard pay, motorcycle 36 paramedic pay, emergency medical technician pay, 37 POST certificate pay, and split shift differential; and 38 includes compensation for uniforms, except as provided in Section 20632; and subparagraph (I) of paragraph (4) excludes from compensation earnable compensation for

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additional services outside regular duties, such as standby pay, callback pay, court duty, allowance for automobile, and bonuses for duties performed after regular work shift.

- (B) Notwithstanding subparagraph this paragraph, the Department of Personnel Administration shall determine which payments and allowances that are be by state employer shall compensation for retirement purposes for any employee who either is excluded from the definition of state employee in Section 3513, or is a nonelected officer or 10 employee of the executive branch of government who is 12 not a member of the civil service.
- subparagraph (C) Notwithstanding (A) 14 paragraph, the Trustees of the California State University shall determine which payments and allowances that are 16 paid by the trustees shall be considered compensation for retirement purposes for any managerial employee, defined in Section 3562, or supervisory employee defined in Section 3580.3.
- 20 SEC. 6. Section 22810.5 of the Government Code is 21 amended to read:
- 22 22810.5. (a) Participation in a low-cost health 23 benefits plan, developed and authorized by the board specifically as part of a flexible benefits program, is 25 restricted to active state employees who are (1) excluded 26 from the definition of state employee in Section 3513; (2) supervisory employees, as defined in Section 3580.3; (3) employees of the executive branch of government who are not members of the civil service; and (4) employees 30 of the California State University System, as defined in Section 3562 and supervisory employees, as defined in 32 Section 3580.3.
- (b) If this section is in conflict with a memorandum of 34 understanding reached pursuant to Section 3517.5 35 Chapter 12 (commencing with Section 3560) of Division 36 4 of Title 1, the memorandum of understanding is 37 controlling without further legislative action, except that, the memorandum of understanding requires

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- 1 expenditure of funds, it shall not become effective unless 2 approved by the Legislature in the annual Budget Act.